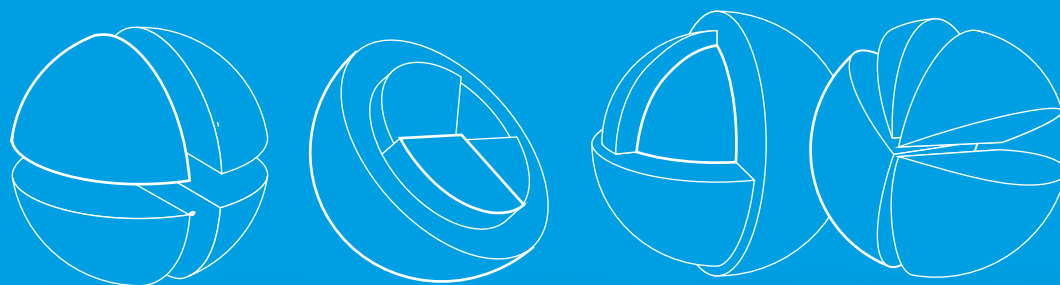




FRANCE STRATÉGIE
ÉVALUER. ANTICIPER. DÉBATTRE. PROPOSER.

WORK PROGRAMME **2023**



EDITORIAL

In 2022, many events, although unrelated, have significantly altered public policy perspectives:

- The extreme climatic events of the past summer have drastically accelerated the awareness of the need to fight global warming. The urgency of an ecological planning had already imposed itself with force and been concretized by the announcement in May 2022 of the creation of a General Secretariat for Ecological Planning (SGPE), placed under the Prime Minister's authority;
- The Russian war of aggression against Ukraine, which began on February 24th, has upset the European geostrategic situation and led to a rapid acceleration in inflation, with a sharp rise in energy prices (petrol, fuel oil, gas, and electricity);
- At the same time, a decline in nuclear power generation has made our fellow citizens realise the magnitude of the challenges of the energy transition: while waiting for the accelerated development of new sources of electricity to show results, the imperative of sobriety has taken hold and will be a top priority for a long period of time;
- In the face of inflation and soaring prices for the main energy sources, the protection of household purchasing powers or the conditions of activity of many economic sectors has led the State to put in place very large-scale measures.

This context confronts public authorities with challenges that must be met simultaneously: achieving the necessary acceleration of the ecological transition, implementing it under conditions that are recognised as fair and legitimate, and maintaining sufficient growth to improve the employment situation and preserve a social protection system providing our fellow citizens with a high level of guarantees on a long-term basis.

The work carried out by France Stratégie in 2022 is fully in line with this perspective. The report *Sustainability! Orchestrating and planning public action* emphasised the need for ecological transition policies to be consistent with the imperative of social justice, and the need to adopt an organisation of government work capable of ensuring this consistency. The report *Jobs in 2030* helped anticipate potential future labour market imbalances in certain occupations in order to prevent them from occurring. In addition, the multiple evaluation studies carried out must contribute to increasing the confidence of our citizens in the conduct of public affairs.

France Stratégie is entering 2023 by stepping up its investment in three key directions: a successful ecological planning; enabling the development of a productive economy moving towards full employment; and leading a renewed public action towards a fairer society. A few key projects illustrate these goals, among many others. First, the secretariat of the mission entrusted by the Prime Minister to Jean Pisani-Ferry on the macroeconomic analysis of climate transition policies, intended to help inform the French Climate and Energy Strategy. In addition, the project on policies contributing to full employment by facilitating the development of businesses, supporting professional transitions, promoting quality jobs, or identifying the obstacles to increasing the employment rate of senior citizens. Finally, France Stratégie is pursuing a project on the analysis of the key causes of the formation of inequalities of opportunities, in order to enable public authorities to better orient their policies.

THE EVALUATION COMMITTEES LED BY FRANCE STRATÉGIE

■ The 2018 Capital Tax Reform Evaluation Committee

Set up in December 2018, the Committee will deliver its final report at the end of 2023. In addition to updating key statistics – on the inflow and outflow of wealthy taxpayers, on the concentration of dividend payment, on the composition of household savings, etc. – this report will include a retrospective analysis of the effects of the wealth tax cap, as well as an estimate of the diffuse effects of the 2018 reform, particularly the investment behaviour of taxpayers who benefited from it.

■ The IMPACT Evaluation Committee

Set up in September 2019, the Committee concluded in 2022 its three-year cycle set by law for the annual evaluation of 23 themes. Article 221 of the Pacte Act provides that the Committee's annual report evaluate more generally the reforms aimed at the development of companies. A work programme will be proposed to the Committee in this regard, including the evaluation of employee savings schemes.

■ The National Commission for the Evaluation of Innovation policies (CNEPI)

The CNEPI will pursue its works with an emphasis on "green" innovations.

■ The Committee for the Evaluation of the French Recovery Plan (France Relance)

Set up in the spring of 2021, the Committee will deliver its final report in autumn 2023. Following on the second report published in December 2022, this report will complete the available assessments on multiple schemes such as "MaPrimeRénov'", the energy renovation of public buildings, support for plant proteins, the purchase of clean or decarbonised hydrogen cars, the decarbonisation of industry, support for investment and modernisation of industry and the industry of the future. It will also assess the "strengthening of equity capital" scheme, reduction of production taxes, the "1 young person, 1 solution" plan, long-term partial activity, and strengthening of the training system of the national employment fund (FNE-Formation). Studies are also being launched to estimate the macroeconomic impact of the recovery plan.

In addition, three Committees have come to an end. **The Evaluation Committee on the High-Speed Broadband Plan (THD)** submitted its final report in January 2023. **The Evaluation Committee of the National Strategy for the Prevention and Fight Against Poverty and the Evaluation Committee for Labour Ordinances** have also completed their work in 2022. However, additional research has been funded and will be published in 2023, particularly on the impact of the 2019 activity allowance reform for the former and on the impact of the introduction of the scale of labour court compensation for the latter.

The government has entrusted France Stratégie and the Dares with **the evaluation of the extension to sixty territories of the "Territoires zero chômeur de longue durée" (TZCLD)** experiment, voted in the law of December 14th 2020. The law stipulates that a report be submitted by 2025 at the latest, focusing on the cost of the scheme for public finances, the externalities observed, and the results compared to those of integration structures through economic activity.

France Stratégie will also launch a cost-benefit **analysis of the impacts of the Paris Olympic and Paralympic Games**.

1ST THEME

A SUCCESSFUL ECOLOGICAL PLANNING

The ecological transition implies a major transformation of our behaviour and of the entire productive system, which can only succeed if planned carefully. In 2023, France Stratégie will endeavour to shed light on this planning through prospective work on both mitigation and adaptation to climate change from various angles ranging from macroeconomic assessment to fair transition issues, through sectoral analyses. The expert committee on socio-economic assessments will also contribute through its methodological work.

SECTORAL TECHNICAL ANALYSIS

■ What abatement costs in industry and agriculture?

The Abatement Costs Commission, which published reports on electricity, hydrogen, and housing in 2022, will continue its work in 2023. The Commission will assess the socio-economic relevance and prioritise different decarbonisation actions and technologies in the industry (cement and steel in particular), and agriculture sectors. All the work carried out by the Commission since its creation in 2019 will also be summarised.

■ What strategy to adopt for the forestry-wood sector and for what objectives?

The debate is lively between those in favour of increasing forest biomass harvesting and those in favour of forest preservation. This study aims to set the terms of the debate, highlighting the different functionalities of forests, and to compare contrasting management strategies in light of different public policy, energy, economic, or environmental objectives.

■ What future for natural gas networks in the context of carbon neutrality?

Carbon neutrality means moving away from fossil gas. Given the limits of decarbonised methane deposits, methane consumption will necessarily undergo a sharp contraction, of which the current energy crisis could be a first step. As the costs of gas infrastructure are essentially fixed, there is a risk of a “price spiral” per megawatt-hour, which could destabilise the gas system by driving out even the last users. This project will attempt to assess the risk and identify possible ways out.

■ Household packaging waste: what framework to achieve the objectives?

France has set itself very ambitious objectives for the reduction and recycling of packaging waste. This project will review the levers mobilised to achieve these objectives, and model the resulting waste stream. We shall also address the question of the efficiency of the current institutional organisation, and the sharing of responsibilities between eco-organisations and local authorities in particular, which could lead to the proposal of scenarios for the evolution of this organisation.

- **What uses for water in a future marked by a reduction in freshwater resources?**

Freshwater resources are becoming increasingly scarce in mainland France as a result of climate change. The “Explore 2” project, led by the INRAE and the International Office for Water (OiEau), aims to provide a prospective vision up to 2070. France Stratégie will lead a complementary prospective study on water needs, on the scale of the major French watersheds, in order to identify the inflections and shifts to be made so that the quantities of water available are compatible with human uses and the functions of aquatic ecosystems.

- **How can digital technology help the climate transition?**

While the environmental footprint of digital technology is increasingly well documented, the extent to which it can facilitate the ecological transition in the opposite direction is still poorly assessed. Two issues will be addressed: the identification and quantification of the channels through which digital technology can reduce greenhouse gas emissions, and the policies to be implemented in order to realise this emission reduction potential.

HOW TO ENSURE THE ECONOMIC, SOCIAL, AND OPERATIONAL FEASIBILITY OF THE TRANSITION?

- **Macroeconomic impact of the climate transition**

The climate transition will lead to a profound change in our economy and our collective behaviour. Based on the diagnosis that current macroeconomic modelling has certain limitations to account for this, the Prime Minister entrusted Jean Pisani-Ferry with the mission of “improving our understanding of the mechanism (...), so that decisions are as well informed as possible”. The study is led by France Stratégie and involves multiple experts, government departments, and stakeholders. The aim of the study is to identify the priority areas for attention in terms of public policy and the methodological improvements required. It is based on simulation work, in order to provide input for the macroeconomic assessment of the next French Climate Energy Strategy. The report is expected in the spring.

- **Preparation of the 2023 Annual Occupations and Skills Conference on the employment challenges of the ecological transition**

France Stratégie has been commissioned by five ministers – Employment, Vocational Training, Ecological Transition, Education, and Higher Education – to organise the second edition of the Annual Occupations and Skills Conference in mid-2023. Focusing on the employment challenges of the ecological transition, this conference will be an opportunity to share the anticipated needs in terms of jobs and skills related to the energy renovation of buildings. The aim will be to estimate the ways in which the concerned occupations will be transformed, the skills required for each occupation in terms of quantity and quality, as well as the levers likely to reduce recruitment tensions.

- **What kind of mutualisation of climate risks?**

The topic of mutualisation of climate risks will be addressed. As the consequences of global warming on the territory become more numerous and severe, the economic and social sustainability of the insurance system raises questions. Can and should climate risks be mutualised in the same way as social risks? What collective solidarity mechanisms should be invented?

■ **What public policies to adapt work to climate change?**

How will we work in the future with significantly higher average temperatures? A study published in the first quarter will provide an initial diagnosis of climate change impact on occupational risks and labour productivity, and will identify the limits of current measures to protect workers. On this basis, a new project will focus on identifying the levers at national and regional levels, in order to formulate concrete public policy recommendations.

■ **Adapting to climate change in the territories**

The adaptation of our territories to climate change raises many challenges, including organisational, financial, governance, and articulation between local and national action. The project is based on the study of adaptation and governance measures implemented in three territories, as well as on the exchanges between public decision-makers during a conference on adapting to climate change organised by France Stratégie and I4CE on January 30th 2023. The aim is to highlight the factors that hinder or encourage action in the territories, and to objectivise, through concrete cases, the challenges faced by local actors and how they respond.

2ND THEME

A PRODUCTIVE AND FULL EMPLOYMENT ECONOMY

Given the major challenges of the ecological transition and the geopolitical and social issues at stake, the national economy must become more productive and competitive. It must move closer to full employment by further improving regional attractiveness for production sites, by making progress on policies to support innovation, and by improving the adaptation of our training system and the quality of the jobs offered. The National Productivity Council (CNP), whose secretariat is provided by France Stratégie, will address most of these topics in its programme.

IMPROVING POLICIES TO SUPPORT THE INDUSTRIALISATION OF INNOVATION

The ability to industrialise high-performance innovative solutions on the national territory is a key issue for the coming decade, considering the fundamental technological changes implemented by many economic sectors concerned with their ecological transition.

France Stratégie will conduct work aimed at developing green innovations and their industrialisation in France. Based on previous assessments, recommendations will be made in order to increase the effectiveness of support for R&D and innovation, with the aim of placing the country at the technological frontier in several industrial sectors.

A prospective study will be carried out on the evolution of individual mobility in China, in particular on the development of vehicles that are connected, autonomous,

shared, electric, and service-based. Recommendations on the best economic and industrial strategy in France could be drawn from this study.

France's ability to attract new production sites for French and foreign companies implementing these new technologies is a fundamental issue in rebuilding the country's industry. The aim will be to identify how France could accelerate the ecological transition whilst improving the country's competitiveness and attractiveness. The analysis will also focus on the development of world-class technological ecosystems in France.

DEMOGRAPHICS AND BUSINESS GROWTH

Following recent publications on "zombie" companies, France Stratégie will seek to identify the factors that determine the trajectory of these companies towards "insolvency", maintaining the "zombie" status, or returning to "normal". Studies will also focus on the conditions for a rebound in employment at the local level after substantial employment losses in a territory. The experience of the 2008 crisis will help draw lessons for subsequent crises. Since the weakness of French medium-sized companies (MSEs) compared to their German or Italian counterparts is often mentioned as an explanation of the difficulties of the French economy, a study will seek to document and determine the main factors of the evolution of the dynamics of SMEs and MSEs since 1993. Finally, France Stratégie will seek to better understand the dynamics of business creation and its effects on employment, following its recent publications on business creation in France and in international comparison.

JOBS EVOLUTIONS

■ Further analysis of future jobs

A regional breakdown of *Jobs in 2030* was published in January 2023. Other breakdowns will follow in 2023: by skill – based on the mapping published in 2021 with Pôle Emploi –, by gender, by analysing the evolution of gender segmentation by job, and by employment status by distinguishing more precisely the evolution of jobs in the public sector. A reflection on the updating and regionalisation of the low-carbon scenario will also be carried out, in connection with the preparation of the Annual Occupations and Skills Conference.

■ "Professional Transitions" working group

Created in 2022, this working group analyses the institutional ecosystem of support for professional transitions and reflects on how it could better contribute to the transformation of the productive system in a dual context of ecological transition and changing social needs. It will publish its report in the second quarter, that will provide input for upcoming discussions on the institutional support of professional transitions.

■ Promoting quality jobs

Following on the Blanchard Tirole Commission's report and its proposals on good jobs, a mapping of quality jobs in France is in progress at the professions level, both static and prospective. This will be followed by a more qualitative analysis of the components of quality jobs (working conditions, pay, etc.) that need to be improved to reduce recruitment difficulties in jobs expected to be in high demand by 2030.

■ **Quality of social dialogue**

The quality of social dialogue remains a vague notion, subject to multiple interpretations and difficult to univocally measure. Yet it has been at the heart of most social dialogue reforms for several decades. The aim will be to continue the reflections started in 2019 on the sidelines of the evaluation of the labour ordinances on how to measure, and therefore define, this quality of social dialogue. The goal is to provide both public authorities and social dialogue practitioners with a shared framework for analysing what this notion covers and an overview of practices in companies.

■ **Employment of senior citizens**

The Employment Advisory Council (COE) has chosen the employment of senior citizens as its working theme in 2022, with a specific focus on retirement by occupation. Additional work will be carried out with the involved administrations on the various modes of terminating employment contracts for senior citizens and on their respective socio-fiscal features.

TRANSFORMATION OF SKILLS AND TRAINING DEVELOPMENTS IN LIGHT OF THE DIGITAL AND ECOLOGICAL TRANSITIONS

■ **“Work Organisation and Skills” working group**

Launched in 2021, this REC (Réseau Emplois Compétences) working group aimed to identify the conditions for skill development in the workplace, particularly in VSEs and SMEs. It focused on the impact of remote working on work organisation and the ways in which skills are learned and developed. A report will be published in the second quarter, which will identify the points of attention and the action levers for small structures.

■ **Hybridisation of vocational training – REC Project**

The aim is to analyse the extent to which the hybridisation of training – between in-person and “hybrid” – accelerated by the Covid-19 crisis, is transforming educational practices and learning, as well as the conditions of its deployment and its impact on individual trajectories. This will be based on a qualitative survey carried out by a team of researchers among training organisations, trainees, trainers, and educational engineers.

■ **Effects of AI on the evolution of skills, professions, and work organisation**

Started in 2022, this project uses several case studies to assess the impact of artificial intelligence systems deployed in companies, primarily their effect on workers. These surveys are conducted in different sectors of activity – transport, logistics, industry, and health – in order to report on sectoral specificities. This work will supply public policy recommendations on training (initial and continuing), work sustainability, and the regulation of AI systems.

3RD THEME

RENEWED PUBLIC ACTION FOR A FAIRER SOCIETY

Public action is constantly confronted with new emergencies, which require quick and often innovative responses: global pandemic, Ukraine war, return of inflation... These immediate issues must not obscure the structural challenges faced by public authorities, which call for long-term responses, but must be thought through today and implemented tomorrow. While some of these challenges are not new, such as the fight against inequality in all its forms, they nevertheless require renewed analysis in order to equip public policies with the necessary tools. Other challenges have more recently emerged, but are likely to continue, such as the growing lack of attractiveness of public sector jobs or the need to devise new tools to implement the nation's environmental objectives at local levels and reconcile them with other public policy priorities.

EQUIPPING PUBLIC POLICIES TO COMBAT INEQUALITIES

■ **When and through which channels are social inequalities formed in France?**

After quantifying the differences in earned income according to gender, social and migratory origin, and area of residence during adolescence, we will attempt to identify what can be explained by either: the educational pathway, the labour market position, or the arrival of children. We will then seek to analyse the way in which inequalities in educational pathways are formed – from early childhood to the end of the initial training system – and to identify, measure and weigh as much as possible the factors that play a role at each of these moments. These elements will contribute to the development of public policies aimed at correcting these inequalities in educational pathways through interventions targeted at their main determinants.

■ **What public policies to promote the social mobility of young people?**

France Stratégie will examine public policies in favour of the social mobility of young people, at the request of the National Assembly's Committee for the Evaluation and Monitoring of Public Policies. We will first begin by taking stock of this mobility and examine its determinants, in particular the weight of social origin. We will then attempt to map the public measures that contribute to the social mobility of young people, estimate the resources devoted to them, and assess their effects. The study will then be concluded with an analysis of proposals, currently driving public debate, that are likely to improve the social mobility of young people.

■ **Fighting against gender stereotypes: What progress these past ten years; what priorities between now and 2030?**

In 2014, France Stratégie published a report on gender stereotypes and formulated thirty recommendations to reduce these stereotypes. The report studied the differences between girls and boys in five areas: early childhood; school guidance and careers; teaching tools, educational practices, and school socialisation; sports and

cultural practices; and health. It seems appropriate ten years later to take stock of the changes that have taken place in each of these areas, to establish a diagnosis of the policies implemented since 2014, in order to identify the public policy priorities for continuing the fight against gender stereotypes and inequalities in the coming years.

■ **How has the distribution of income groups between neighbourhoods changed over two decades?**

As an extension of the work on residential segregation carried out in 2020 and 2021, we will study the evolution of the distribution of income groups by cadastral section within urban areas over the 1999-2019 period, as well as the evolution of social mix. We will attempt to determine the effect of public policies in this area – objectives set by law for social housing, urban renewal projects – on the mix of neighbourhoods, and on the residential segregation of urban areas.

■ **How can we adapt our socio-fiscal system to changes in families?**

Our socio-fiscal system was essentially built around a typical family “model” which is no longer always consistent with the social changes that have occurred since. Several current debates show that some of the concepts on which this system is based no longer meet consensus today. Recent examples are the separation of Adult Disability Assistance allowance “AAH” from conjugal revenue, the debates around income tax, socio-fiscal legislation taking into account contributions to the education of children, or even the sharing of benefits in the event of separation. These concepts and the system as a whole deserve to be re-examined.

RESPONDING TO THE ATTRACTIVENESS CRISIS OF PUBLIC SECTOR JOBS:

Recruitment difficulties in the National Education system, as well as vacancies in public hospitals, regularly make the headlines. However, the “attractiveness crisis” of public service professions extends beyond these iconic sectors and could compromise public authorities’ ability to carry out their missions. This crisis takes place in a context of recruitment difficulties that may more broadly affect many sectors of the economy at a time when there are more and more questions about the evolution of the relationship to work, especially within the new generations.

In order to identify possible responses to this crisis, it is important to gain a better understanding of the causes, both cyclical and structural, whether they be material (working conditions, career, pay), or more qualitative (management methods, acknowledgement issues, commitment, attachment to the meaning of public service, etc.).

This project will draw a general overview of the attractiveness difficulties of public service professions in order to understand their scope and specificities, through a broad approach of the three major civil service areas: state, local authorities, and public hospitals, in evolution and prospective, in comparison with the labour market and with other European countries. A focus by profession, notably teachers and digital jobs, will be carried out in order to clarify the analysis and better understand both the general trends and the diversity of the issues at stake.

RECONCILING THE “ZERO NET ARTIFICIALISATION” OBJECTIVE AND THE TERRITORIAL PRIORITIES OF FAIR TRANSITION AND ECONOMIC DEVELOPMENT

Several dynamics can lead to conflicts of priorities at the local level. The implementation of the "zero net artificialisation" (ZAN) objective provides a perfect illustration since it involves reconciling the preservation of biodiversity, local development, industrialisation and the construction of affordable housing, in a context of reduced land artificialisation. It allows the experimentation of an ecological planning method, with national objectives having to be implemented at local level.

In order to support public actors in the implementation of this method, this project intends to highlight territorial and sectoral dynamics in terms of land artificialisation, based on quantified and objective data, as well as bring forward controversies in order to shed light on arbitration. The project also intends to identify existing measures and successful experiences in reducing artificialisation as well as the conditions for success in achieving this objective. Finally, the project will also help imagine an effective and legitimate territorial planning method to implement the “zero net artificialisation” objective.

It is also on the basis of an analysis for territorial success that the work of the Franco-German Forum for the Future, co-hosted by France Stratégie and the Forschungsinstitut für Nachhaltigkeit of Potsdam (RIFS), will address the challenges of spatial planning and ecological transition.

THE CSR PLATFORM – CORPORATE SOCIAL RESPONSIBILITY

France Stratégie provides the permanent secretariat for **the CSR Platform, which brings together about fifty organisations representing French stakeholders in corporate social responsibility**. Its work has resulted in over thirty publications on the social, environmental, and governance issues raised by this corporate responsibility. The CSR Platform responds to referrals from the government and can also choose the topics it addresses. Its 2023 roadmap provides for a diagnosis and proposals on:

- **The role of public actors in CSR:** the commitments of public administrations in favour of sustainable development, responsible public procurement, public aid to companies;
- **Social dialogue and dialogue with stakeholders:** its effectiveness, its contribution to the definition and implementation of CSR approaches, its application on an international scale;
- **The pursuit of the Sustainable Development Goals (SDGs),** in the context of the mid-term review of the UN 2030 Agenda and as a follow-up to the work carried out in 2018 by the Platform on the link between SDGs and CSR.

Other topics such as environmental health, the integration of CSR, or the role of decision-makers and investors may also be addressed.

EVENTS

ORGANISED BY FRANCE STRATÉGIE

France Stratégie is a place for debate and consultation that allows stakeholders to be involved in its reflections. Since the health crisis, France Stratégie has renewed its event activity by offering all of its programmes in an online version. As a result: a steadily increasing participation rate, with the return of in-person events simultaneously broadcast online on the France Stratégie website and our social networks.

Almost **twenty events** were organised in 2022:

- **a dozen high-level events**, followed live by around 500 people, on various topics such as the future of French agriculture, the jobs and skills of tomorrow, the socio-economic evaluation of public investments, and the mobility of tomorrow.
- France Stratégie has also organised an event as part of the French presidency of the European Union council, bringing together about 1,000 people in-person and online.
- **a dozen webconferences** presenting our work throughout the year: for instance, the evaluation of the French High-Speed Broadband Plan (PFTHD), the cost of ageing, networks and infrastructures in the face of climate change, and the presentation of the CSR Platform advices.

Events scheduled for 2023:

- high-level conferences on the impact of public policy evaluations or adaptation to climate change in the territories (with I4CE) organised at the beginning of the year, the CSR Platform's tenth anniversary, as well as the second edition of the Annual Occupations and Skills Conference.
- and recurring each year, a series of presentations on the main findings of our publications (in webinar and webconference format), as well as occasional meetings or debates bringing together speakers from the economic, financial, or academic world, to discuss major national or European issues.

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France Stratégie is an autonomous institution reporting to the Prime Minister. It contributes to public action through its analyses and proposals, and to the general public's information. It produces original studies on major economic and social development issues, as well as on sustainability issues. It is also in charge of a number of public policy evaluations. Its documents are sent to policy makers and are publicly available.

In addition, France Stratégie coordinates the resources of a network of organisations that includes the Conseil d'analyse économique (CAE), the Conseil d'orientation des retraites (COR), the Hauts Conseils de l'avenir de l'Assurance maladie, du financement de la protection sociale, de la famille, de l'enfance et de l'âge (HCAAM, HCFI-PS and HCFEA), the Haut Conseil pour le climat (HCC) and the CEPII. France Stratégie also contributes to the work of the Haut-Commissariat au Plan (HCP).

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